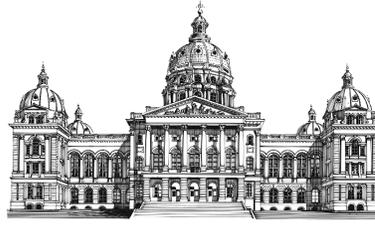


Iowa Legislative Fiscal Bureau



Dennis Prouty
(515) 281-5279
FAX 281-8451

State Capitol
Des Moines, IA 50319
November 30, 1994

Iowa Correctional System

ISSUE

Profile of Iowa's Correctional System.

AFFECTED AGENCIES

Department of Corrections and Community-Based Corrections

CODE AUTHORITY

Chapters 904 & 905, Code of Iowa

BACKGROUND

The Department of Corrections operates eight prisons and manages community-based probation and parole programs. The prisons are:

<u>Location</u>	<u>Security Level</u>	<u>FY 1995 Staffing (FTEs)</u>	<u>FY 1995 Budget (millions)</u>	<u>Design Capacity</u>	<u>Inmate Pop.*</u>	<u>Emphasis</u>
Ft. Madison	Max/ Med/Min	471.12	\$ 25.1	810	875	General - Male
Anamosa	Med/Min	338.28	18.8	911	1,407	General/Educ. - Male
Mitchellville	Min	123.28	6.2	225	316	General - Female
Newton	Min	100.19	5.4	221	314	Prerelease - Male
Oakdale	Max/ Med	307.7	15.7	520	887	Reception/ Eval./ Psych./General -F/M Subst. Abuse/ Sex Off. -
Mt. Pleasant	Med	228.76	13.4	528	889	Male
Clarinda	Med	131.39	6.4	152	271	Special Learning - Male
Rock. City	Min	97.25	5.4	238	402	General - Male
Total		<u>1,797.96</u>	<u>\$ 96.4</u>	<u>3,603</u>	<u>5,361</u>	

* As of November 1, 1994

There are eight Community-Based Corrections District Departments (CBCs) with an FY 1995 budget of \$40.1 million and 885.6 FTE positions. The CBCs administer probation, parole,

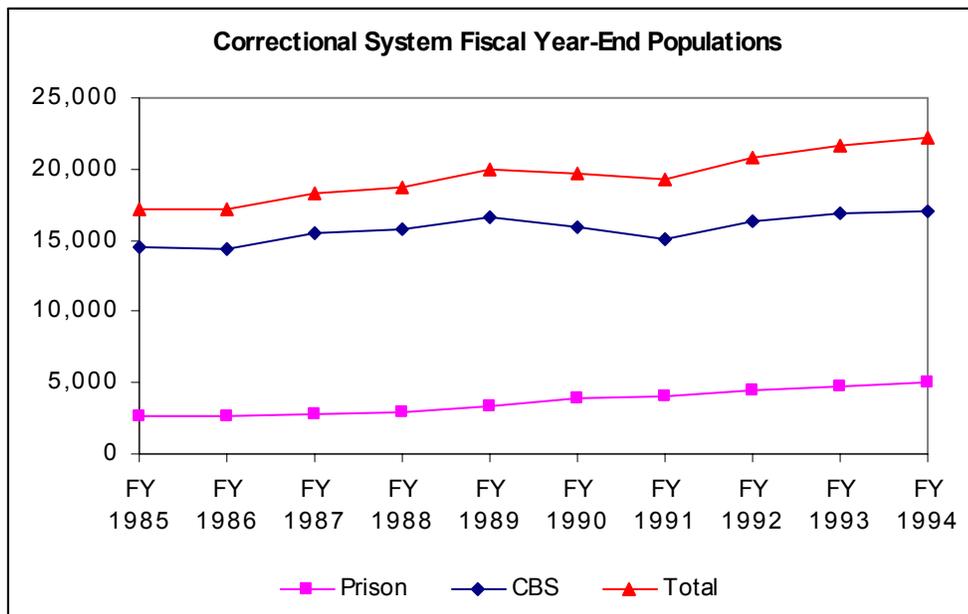
I
S
S
U
E

R
E
V
I
E
W

pretrial release, interstate compact, intensive supervision, residential placement, prison work release and Operating While Intoxicated (OWI) facilities, community service sentencing, pretrial interviews, and presentence investigations. As of September 1994, there were 18,649 clients under the supervision of the CBCs, and 2,239 pretrial interviews and presentence investigations have been conducted.

The Department of Corrections administrative functions are performed by the Central Office and the Training Center. Administration has a budget of \$7.1 million and employs 45.7 FTE positions.

The following table shows the historical growth in the prison and CBC populations.



Currently, the prison system is operating at 148.8% of design capacity. If the prison population continues to grow at the same rate as the first four months of FY 1995, approximately 750 inmates will be added by the end of FY 1995, and there will be approximately 1,100 more inmates by January 1996 when the new 750-bed prison opens at Clarinda. The old prison facility at Clarinda will be closed at that time for a net increase of 600 beds. The estimated population of the entire prison system will then be in excess of 150.0% of the design capacity when these new beds come on-line.

PRISONS

A variety of factors have affected the growth in the Correctional System population.

- Crime Rate: Between 1976 and 1990, total reported crimes have decreased by 2.6%. Reported violent crimes have increased by 118.4%, while reported property crimes decreased by 35.9%.
- Prison Admissions: Over the past 15 years, admissions for all types of crimes increased, but admissions increased for drug offenses (638.4%) and violent crimes, particularly assault and sexual abuse, (106.2%) more rapidly than admissions for property crimes (58.0%). Changes in laws have increased the penalties for drug offenses during this time.

- Prison Cap: From 1981 to 1987, the prison population was capped at approximately 2,600 inmates. While the cap was in place, prison populations grew by 14.1% and CBC populations grew by 42.1%. After the cap was removed, the prison population grew by 82.5%, and the CBC population grew by 9.6%.
- Prison Diversion Programs: Iowa has implemented a number of prison diversion programs, that is, CBC supervision programs, to place offenders under the least restrictive (and thereby least expensive) supervision appropriate to the threat posed by the offender.

CURRENT SITUATION

Prisons

General Profile of Prison Inmates (October 1994)

<u>Characteristic</u>	<u>Number</u>	<u>Percent</u>	<u>Characteristic</u>	<u>Number</u>	<u>Percent</u>
Gender			Place of Birth		
Male	4,999	93.2%	Iowa	3,230	60.2%
Female	362	6.8%	Other State	1,857	34.6%
			Other Country	271	5.1%
Age			Unknown	3	0.1%
Under 20	477	8.9%	Marital Status		
21 to 25	1,254	23.4%	Single	2,810	52.4%
26 to 30	1,074	20.0%	Married	1,108	20.7%
31 to 35	1,021	19.0%	Widowed	52	1.0%
36 to 40	683	12.7%	Divorced	878	16.4%
41 to 50	621	11.6%	Separated	125	2.3%
51 to 60	166	3.1%	Common-Law	188	3.5%
61 to 70	53	1.0%	Unknown	200	3.7%
71 to 80	12	0.2%	Religion		
Over 80	0	0.0%	Protestant	2,062	38.5%
Average Age	31		Catholic	822	15.3%
Race			Jewish	9	0.2%
White American	3,743	69.8%	Muslim	155	2.9%
African American	1,353	25.2%	Other	1,983	37.0%
Asian American	32	0.6%	Unknown	330	6.2%
Latino American	136	2.5%			
Native American	81	1.5%			
Other	15	0.3%			
Unknown	1	0.0%			

The following table describes the major characteristics of Iowa's prison inmate population.

Education Level			Reading Level		
Elem. or Less	373	7.0%	0 - 5th Grade	452	8.4%
Some High Sch.	1,054	19.7%	6th - 8th Grade	835	15.6%
High Sch. Grad.	1,176	21.9%	9th - 12th Grade	1,539	28.7%
GED*	2,033	37.9%	Higher than 12	1,844	34.4%
Some College			Unknown	691	12.9%
to Coll. Grad.	458	8.5%	Average	10	
Graduate Work	22	0.4%			
Tech. /Voc.	7	0.1%			
Special Ed.	94	1.8%			
Unknown	144	2.7%			
Average (Yrs.)	11.4				

* General Equivalency Diploma

Note: Percentages may not total 100.0% due to rounding.

Source: Department of Corrections (E-1 Report, October 1994)

The sentences received by the current prison population are described in the following table.

Sentences, Crimes, and Custody Levels (October 1994)

<u>Characteristic</u>	<u>Number</u>	<u>Percent</u>	<u>Characteristic</u>	<u>Number</u>	<u>Percent</u>
Length of Sentence			Type of Crime**		
Less than 2 Yrs.	18	0.3%	Person Crime	2,523	41.1%
2 to 4 Yrs.	303	5.7%	Nonperson Crimes	2,557	41.7%
5 to 9 Yrs.	1,395	26.0%	Chemical	1,056	17.2%
10 to 14 Yrs.	2,077	38.7%	Inmates by Custody Level		
15 to 19 Yrs.	182	3.4%	Minimum	1,693	31.6%
20 to 25 Yrs.	16	0.3%	Medium	2,689	50.2%
25 to 50 Yrs.	728	13.6%	Maximum	845	15.8%
More than 50 Yrs.	514	9.6%	Unclassified	134	2.5%
Unknown	128	2.4%			
Avg. Lead Sentence					
Length (Yrs)*	11.3				
Number of Lifers	384	7.2%			

* Excludes lifers.

** The same inmates committed more than one type of crime, so the total will be greater than the prison population.

Source: Department of Corrections (E-1 Report, October 1994)

The following table presents information on sentence length, time served, and security or custody level according to the type of crime committed.

**Median Sentence, Length of Stay, and Custody Score
by Type of Offense**

Offense	Average Sentence (Months)	Median Length of Stay (Months)	Percent of Sentence Served	Average Custody Score
Arson	150	19	12.7%	7.6
Assault	68	10	14.6%	7.0
Burglary	111	13	11.7%	7.5
Criminal Mischief	56	10	17.9%	6.9
Drug Offenses	139	13	9.4%	5.6
Flight & Escape	53	10	18.8%	6.8
Forgery & Credit Cards	60	9	14.9%	5.7
Kidnap	231	50	21.7%	11.1
Manslaughter	102	24	23.5%	6.0
Murder & Attempts	510	50	9.8%	10.2
OWI & Traffic	49	NA	NA	5.2
Pimping & Prostitution	29	6	20.4%	5.1
Robbery	207	41	19.8%	9.0
Sexual Abuse	165	24	14.5%	7.2
Theft & Fraud	77	9	11.8%	6.5
Weapons	58	14	24.0%	5.3
Other	137	NA	NA	7.3

Notes: Life sentences are excluded from the sentence calculations. As of October 1994, there were 384 inmates serving life sentences.

Median time served is for the 923 inmates released between April and May 1993 and January and April 1994.

Custody Scores: Minimum security = 0 - 5, medium security = 6 - 10, maximum security = 11 and higher.

Source: Adult Corrections Information System (ACIS), compiled by the Criminal and Juvenile Justice Planning Division and Statistical Analysis Center.

Based on 1992 national statistics, the national average sentence was 78.6 months while the Iowa average was 105.0 months, or 133.6% of the national average. The average Iowa inmate's stay was 23.0 months which is 88.8% of the 25.9-month national average.

Sentence length and stay could become an issue if Iowa tries to qualify for federal funding for prisons authorized in the federal Crime Bill. The Crime Bill requires "truth-in-sentencing" to qualify for prison construction grants. "Truth-in-sentencing" is defined as serving 85.0% of the sentence, but it is not yet clear which offenses will be covered under "truth-in-sentencing." If all inmates were required to serve 85.0% of their sentences (which is over three times longer than they now stay), there would be a considerable decrease in releases and a sizable increase in the inmate population.

COMMUNITY-BASED CORRECTIONS

The CBCs supervise three-fourths of the Correctional System clients. The following table describes the type of supervision and type of offense for CBC clients.

Community-Based Corrections
(September 1994)

<u>Active Cases by Type of Supervision</u>			<u>Active Field Cases by Offense</u>		
	<u>Total</u>	<u>Percent</u>		<u>Total</u>	<u>Percent</u>
Probation			Probation		
Regular	13,997	75.1%	Felony	6,140	34.7%
Intensive	257	1.4%	Aggravated Misdemeanor	4,338	24.5%
Intensive Sex Offender	98	0.5%	Serious Misdemeanor	3,851	21.8%
Intensive TASC*	25	0.1%	Simple Misdemeanor	48	0.3%
Total	14,377	77.1%	Total	14,377	81.3%
Parole			Parole		
Regular	1,981	10.6%	Felony	2,229	12.6%
Intensive	314	1.7%	Aggravated Misdemeanor	123	0.7%
Intensive Sex Offender	54	0.3%	Serious Misdemeanor	16	0.1%
Intensive TASC	20	0.1%	Simple Misdemeanor	1	0.0%
Total	2,369	12.7%	Total	2,369	13.4%
Release with Services			Release with Services		
Regular	919	4.9%	Felony	584	3.3%
Intensive Supervision	23	0.1%	Aggravated Misdemeanor	208	1.2%
Total	942	5.1%	Serious Misdemeanor	144	0.8%
			Simple Misdemeanor	6	0.0%
			Total	942	5.3%
Facilities			Total Field Cases	17,688	100.0%
Work Release	279	1.5%			
OWI**	273	1.5%			
Probation	330	1.8%			
Parole	7	0.0%			
Federal	36	0.2%			
Other	13	0.1%			
Total	938	5.0%			
Day Reporting***	23	0.1%			
Total Active Cases	18,649	100.0%			

* Treatment Alternatives to Street Crime

** Operating While Intoxicated

*** The client lives at home and checks in daily at the CBC facility as part of his or her supervision.

Notes:

Percentage totals are calculated prior to rounding. The rounded percentages may not sum to exactly 100.0% even though the total actually is 100.0%.

Field Cases do not include the 938 clients in residential facilities and the 23 clients on day reporting.

Source: Department of Corrections - Community-Based Corrections

The CBCs services are described as follows:

- Pretrial Services: This is an alternative to the bail bond system. Clients are assessed to determine the likelihood of their appearances for court actions. Supervision is provided to selected pretrial releasees to assure court appearances and obligations are met.
- Presentence Investigations: The defendant's background is investigated to aid the judge in determining the proper sentence.
- Probation: Convicted misdemeanants and felons remain in the community under supervision. Classification, assessment, case planning, and referral to local treatment services are provided.
- Parole: The same services are provided to inmates conditionally released from prison.
- Intensive Supervision: High-risk clients are supervised at a level six times that of regular probation or parole.
- Residential/Work Release/OWI Facilities: Clients who are unwilling or unable to function under less restrictive programs live in residential facilities and participate in special programs.
- Sex Offender Program: Sex offenders participate in an intensive supervision program designed to reduce sexual abuse victimization.
- Electronic Monitoring Program: Severe drug-abusing clients wear a coded electronic bracelet and verify their identity and location by inserting the bracelet in the monitor connected to their home telephone. Curfew noncompliance is detected early to provide intervention.
- Treatment Alternatives to Street Crime (TASC): The Program identifies substance abuse treatment needs, refers clients to community services, supervises progress, and provides aftercare support.
- Education/Employment Readiness: Almost half the correctional population has learning deficiencies. The Program addresses functional illiteracy.
- Home Work Release Program: Supervision is provided for clients who live at home and work in the community.
- Domestic Abuse Batterer's Program: This is an educational program that uses group processes for men and individual programming for women who practice abusive behavior.

The average daily costs for CBC programs and costs per investigation are:

Probation/ Parole	\$ 1.76
Release with Service	3.30
Intensive Supervision & Sex Offender	9.88
Facilities	58.10
Presentence Investigation	264.03
Pretrial Interview	66.71

ALTERNATIVES

Two alternatives are currently under consideration: prison diversion and building new prisons. The Legislature created the Intermediate Criminal Sanctions Task Force during the 1993 Session to plan for use of intermediate criminal sanctions as sentencing options. The plan is to be based on existing programs that emphasize a high degree of offender control within the community and is to be presented for consideration during the 1995 Legislative Session.

The Department of Corrections has begun construction of a 750-bed medium-security prison at Clarinda and is issuing a request for proposal for a 750-bed medium-security prison at Newton. Besides the medium-security beds, the Department's five-year plan calls for other additions, including a 250-bed super maximum-security facility. The Legislature did not give its approval for the Department to undertake the other additions.

BUDGET IMPACT

The Department of Corrections received FY 1995 appropriations totaling \$143.4 million, or 4.0% of the total State budget. Since FY 1990, the Department of Corrections budget has increased \$43.2 million (43.2%). Much of this increase was driven by growth in the prison population. Over the past five years, the prison design capacity has increased by 23.5%, and prison population has increased by 53.2%. The CBC population has increased by 2.6%.

The new \$21.1 million medium-security prison at Clarinda is scheduled to open in January 1996. The prison has reduced construction costs by \$4.0 to \$5.0 million by using the existing physical plant. The new prison will have an operating cost of approximately \$10.9 million and bond payments of \$2.0 million for an annual increase of \$6.5 million over the cost of the current Clarinda prison.

A second 750-bed medium-security prison will cost approximately \$43.6 million, based on 1993 national average prison construction costs. This facility would be required to construct an all new physical plant. The annual operating costs are assumed to be \$10.9 million, the same as the Clarinda prison, and the annual bond payments were estimated to be \$3.8 million at 1994 interest rates. The bond payment cost will likely increase as interest rates increase. The total annual costs for an additional 750-bed medium-security prison are estimated to be \$14.7 million.

A super maximum-security prison is more expensive to construct and operate. The construction costs for a 250-bed super maximum-security prison are estimated to be \$34.3 million. The annual operating costs are estimated to be \$7.4 million. With bond payments of \$3.0 million, the annual budget for a super maximum-security prison is estimated to be \$10.4 million.

If all three of these prisons were built, the total increase to the annual budget would be \$31.6 million.

STAFF CONTACT: Dwayne Ferguson (Ext. 16561)